

Message Text

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ORIGIN OES-07

INFO OCT-01 EA-10 ISO-00 ACDA-12 AGRE-00 AID-05 CEA-01
CEQ-01 CG-00 CIAE-00 COME-00 DLOS-09 DODE-00
DOTE-00 EB-08 EPA-01 SOE-02 DOE-15 FMC-01 TRSE-00
H-01 INR-10 INT-05 IO-13 JUSE-00 L-03 NSAE-00
NSF-01 OMB-01 PA-01 PM-05 SP-02 SS-15 NSCE-00
SSO-00 ICAE-00 INRE-00 /130 R

DRAFTED BY OES/OFA/OCA:MDBUSBY:MCP
APPROVED BY OES/OFA/OCA:MDBUSBY
OES/OFA/FA - MR. HALLMAN
EA/ANP - MR. HURWITZ
L/OES - MR. COLSON

-----041523 012221Z /70

O 012141Z JUN 78
FM SECSTATE WASHDC
TO AMEMBASSY WELLINGTON IMMEDIATE
AMEMBASSY CANBERRA IMMEDIATE
AMEMBASSY PORT MORESBY IMMEDIATE
CINCPACREP GUAM TTPI IMMEDIATE
INFO AMEMBASSY TOKYO IMMEDIATE

C O N F I D E N T I A L STATE 139015

CINPAC PASS HICOM FOR STATUS LNO

E.O. 11652: N/A

TAGS: EFIS, PLOS, XP

SUBJECT: SOUTH PACIFIC REGIONAL FISHERIES ORGANIZATION
(SPFRO) - UPCOMING SUVA MEETING

1. DEPARTMENT APPRECIATES THOUGHTFUL AND COMPLETE REPORTING
BY VARIOUS EMBASSIES CONCERNING UP-COMING SUBJECT NEGOTIA-
TIONS. THE PURPOSE OF THIS CABLE IS TO PROVIDE DEPARTMENT'S
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ANALYSIS OF THE CURRENT SITUATION, IDENTIFY THE ISSUES AS WE
SEE THEM, AND TO SET FORTH THE THRUST OF THE U.S. EFFORT AT
THE SUVA MEETING.

2. AS SEVERAL EMBASSIES HAVE NOTED, THE PROPOSED SPFRO IS
CURRENTLY ONE OF THE MOST IMPORTANT REGIONAL ISSUES FOR THE
USG AND THE SOUTH PACIFIC NATIONS. FOLLOWING THE NOVEMBER
NEGOTIATIONS, IT APPEARED THAT WE WERE WELL ON THE WAY TO-
WARD RESOLVING KEY ISSUES CONCERNING ESTABLISHMENT AND
FUNCTIONING OF THE NEW ORGANIZATION. COMPROMISES WERE

STRUCK AND DRAFT ARTICLES PREPARED ON A NUMBER OF KEY ISSUES. WE BELIEVED AT THAT TIME THAT THE BASIC OUTLINES OF THE ORGANIZATION WERE COMING INTO FOCUS. BASED ON OUR ANALYSIS OF THE NOVEMBER MEETING, WE IDENTIFIED THREE KEY ISSUES WHICH NEEDED YET TO BE RESOLVED. FIRST, AND UNDOUBTEDLY THE MOST IMPORTANT, WAS THE QUESTION OF U.S. PARTICIPATION. OUR MAIN ADVERSARY ON THIS ISSUE WAS PAPUA-NEWGUINEA (PNG). OUR ASSESSMENT WAS, AND STILL IS, THAT PNG'S DIFFICULTIES WITH USG PARTICIPATION IN THE SPFR WERE LARGELY POLITICAL AND THAT QUESTION OF COASTAL STATE JURISDICTION OVER TUNA WAS BEING USED TO FOCUS ATTENTION ON WHAT WAS A LARGER POLITICAL ISSUE. IN FACT, IT COULD WELL BE THAT SHOULD THE

U.S. TOMORROW DECLARE JURISDICTION OVER HIGHLY MIGRATORY SPECIES OF TUNA, WE WOULD NONETHELESS STILL HAVE SERIOUS PROBLEMS WITH PNG. A SECOND ISSUE RELATED TO THE EXTENT OF THE GEOGRAPHIC COMPETENCE OF THE ORGANIZATION, I.E., THE AREA WITHIN WHICH THE ORGANIZATION WAS INTENDED TO OPERATE. A NUMBER OF ALTERNATIVES WERE EXPLORED IN NOVEMBER WITHOUT RESOLVING THIS ISSUE. IT DOES NOT, HOWEVER, SEEM TO BE AN INSURMOUNTABLE PROBLEM. A THIRD ISSUE RELATED TO FUTURE MEMBERSHIP IN THE ORGANIZATION BY NATIONS NOT CURRENTLY PARTICIPATING IN THESE NEGOTIATIONS, IN CONFIDENTIAL

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PARTICULAR JAPAN AND OTHER DISTANT WATER FISHERS. THIS ISSUE WAS NOT DISCUSSED IN ANY DETAIL IN NOVEMBER, BUT IS ONE OF IMPORTANCE TO THE U.S.

3. THERE CAN BE NO DOUBT THAT MOST NATIONS LEFT SUVA WITH ONE ISSUE FOREMOST IN THEIR MINDS, THAT OF USG PARTICIPATION. THE ISSUE WAS SEEN BY MOST IN TERMS OF COASTAL STATE JURISDICTION OVER TUNA SINCE PNG REPEATEDLY STATED THAT THEY HAVE NO INHERENT DIFFICULTIES WITH THE US PARTICIPATION PER SE. AT THAT TIME, WE WERE URGED BY NEW ZEALAND AND OTHERS TO ALLOW THE SOUTH PACIFIC NATIONS THEMSELVES TO SEEK A SOLUTION DIRECTLY WITH GNPNG. WHEN THOSE EFFORTS HAD NOT PRODUCED RESULTS BY APRIL OF THIS YEAR, THE USG DECIDED, FOR A VARIETY OF REASONS, TO BECOME MORE ACTIVE. AT THAT TIME, WE FIELDDED A SMALL FISHERIES TEAM TO ENGAGE IN DIRECT CONSULTATIONS WITH VARIOUS GOVERNMENTS, THE RESULTS OF WHICH HAVE BEEN REPORTED IN SEPARATE CABLES.

4. SINCE THE FISHERIES TEAM VISITS THERE HAS BEEN A MARKED INCREASE IN ACTIVITY. A NUMBER OF PARTICIPANTS HAVE ENGAGED THEIR HEAD OF GOVERNMENT IN ORDER TO RESOLVE THE QUESTION OF USG PARTICIPATION AND WE BELIEVE THAT THIS ISSUE IS BEING ACTIVELY DISCUSSED AMONG THE SOUTH PACIFIC NATIONS AT AN EXTREMELY HIGH LEVEL, NOT ONLY IN THE APIA "MINI-FORUM" BUT IN PRIVATE COMMUNICATIONS AS WELL. BASED ON THE MOST RECENT REPORTS, IT IS OUR ASSESSMENT THAT THE

JUNE MEETING COULD BE PIVOTAL TO THE SUCCESS OR FAILURE OF THE SPFRO NEGOTIATIONS, AT LEAST FOR THE FORESEEABLE FUTURE.

5. WE BELIEVE THE MAJOR FOCUS OF OUR EFFORTS IN SUVA SHOULD BE DIRECTED TOWARD ARRIVING AT AN ACCOMODATION WITH

GNPG AND OTHERS REGARDING USG PARTICIPTION, AND GAINING SUPPORT FOR THAT ACCOMODATION. IF WE ARE ABLE TO RESOLVE
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ONLY THIS ONE ISSUE, THE MEETING WOULD HAVE TO BE TERMED A SUCCESS. CONCURRENTLY, WE WILL ENGAGE IN BROAD DISCUSSIONS AIMED AT RESOLUTION OF THE OTHER KEY ISSUES, ALTHOUGH THIS SHOULD NOT DETRACT FROM THE MAIN EFFORT. IT WILL BE VERY IMPORTANT FOR THE DELEGATION TO BE FORTHRIGHT AS POSSIBLE IN ALL DISCUSSIONS AND TO STATE OUR INTERESTS CLEARLY. AS HAS BEEN POINTED OUT, THE PERCEPTION OF THE U.S. AND ITS DESIRABILITY AS A PARTNER IN THIS EFFORT IS OF KEY IMPORTANCE, PARTICULARLY TO A NUMBER OF SMALLER ISLAND NATIONS, AND WE MUST BE CAREFUL TO MAINTAIN THE RESEVOIR OF GOOD WILL TOWARD THE U.S. IN THIS PARTICULAR REGION.

6. THE MAJOR STUMBLING BLOCK TO USG PARTICIPATION, AND PERHAPS EVEN AS SUCCESSFUL NEGOTIATION, REMAINS GNPG. RECENT REPORTS INDICATE THEY MAY BE PREPARED TO DISCUSS POSSIBLE ACCOMMODATIONS, BUT IT IS NOT YET CLEAR WHETHER THEY ARE PREPARED TO COMPROMISE ON THE ISSUES OR ARE MERELY CREATING A DIVERSION. WE CONSIDER IT NOTABLE THAT THE GNPG DELEGATION TO THE SUVA MEETING WILL NOT INCLUDE GEOFFREY DABB, BUT WILL BE HEADED BY THE ACTING FOREIGN SECRETARY. AT THE SUVA MEETING, U.S. DELEGATION INTENDS TO ENGAGE GNP OFFICIALS EARLY ON IN SUBSTANTIVE DISCUSSIONS. WE BELIEVE THAT A BILATERAL UNDERSTANING ON THE ISSUE OF USG PARTICIPATION COULD PROVIDE A MAJOR BREAKTHROUGH IN THE NEGOTAITONS AND WOULD BE VIEWED AS AN EXTREMELY POSITIVE DEVELOPMENT BY ALLPARTICIPANTS. IF THE POLITICAL WILL IS PRESENT, THE JURISDICTIONAL ISSUE COULD BE RESOLVED IN A VARIETY OF WAYS AND WE WILL BE PREPARED TO FLEXIBLY EXPLORE ALL ALTERNATIVES. IT HAS BEEN SUGGESTED THAT A KEY COMPONENT OF THE ISSUE MAY BE WHETHER THE SPFRO IS REGULATORY OR RECOMMENDATORY. IT HAS ALWAYS BEEN THE USG POSITION TAHT THE ORGANIZATIONS WOULD MAKE
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RECOMMENDATIONS ON REGULATIONS WHICH EACH GOVERNMENT WOULD ADOPT. WE CONTINUE TO BELIEVE THAT OTHER GOVERNMENTS SHARE THAT BASIC APPROACH, ALTHOUGH A CERTAIN AMOUNT OF CONFUSION HAS ARISEN DUE TO MISCONCEPTIONS RESULTING FROM

THE LACK OF UNDERSTANDING OF THAT POSITION. ARTICLE 12 OF THE DRAFT TREATY IS ACCEPTABLE TO THE U.S. AND WAS ORIGINALLY AN GNPNG PROPOSAL. WE BELIEVE IT OFFERS SUFFICIENT FLEXIBILITY TO ENABLE THE ORGANIZATION, ONCE ESTABLISHED, TO FUNCTION IN A MANNER WHICH MEETS OUR NEEDS.

7. WE ASSUME THAT IF THE U.S. AND GNPNG WERE ABLE TO RESOLVE THEIR DIFFERENCES THAT THOSE ISLAND GOVERNMENTS SUPPORTING THE GNPNG POSITION WOULD FALL IN LINE. A MAJOR QUESTION MARK REMAINS THE GOVERNMENT OF FIJI. WE BELIEVED

FOLLOWING THE NOVEMBER MEETING THAT THE GOF WAS SOLIDLY IN FAVOR OF ESTABLISHING AN SPRFO ALONG THE LINES BEING DISCUSSED. OUR CURRENT VIEW IS MARKEDLY LESS ASSURED. AS HAS BEEN NOTED IN CABLES REPORTING ON VARIOUS CONVERSATIONS WITH GOF OFFICIALS, FIJIAN ATTITUDES SEEM TO HAVE CHANGED SOMEWHAT. THIS FACT MUST BE BORNE IN MIND IN ATTEMPTING TO ARRIVE AT A CONSENSUS REGARDING THE ESTABLISHMENT OF SPRFO AND ITS OVERALL ROLE.

8. THE ISSUE OF GEOGRAPHICAL AREA CAN HOPEFULLY BE RESOLVED WITH A MINIMUM OF DISCUSSION. THE U.S. INTENDS TO SUGGEST THE FORMULA MOST COMMONLY USED IN CONVENTIONS OF THIS TYPE, THAT IS THAT THE GEOGRAPHICAL AREA SHOULD NOT BE DEFINITELY SET FORTH. ONCE THE ORGANIZATION IS IN PLACE, IT CAN ESTABLISH THROUGH ITS NORMAL PROCEDURES, ANY SPECIFIC GEOGRAPHICAL AREA IT SO DESIRES, FOR ANY PURPOSE.

9. THE ISSUE OF FUTURE ACCESSION TO THE TREATY BY JAPAN AND OTHERS IS LIKELY TO BE EXTREMELY DELICATE AND WE WOULD NOT WANT TO ENDANGER OUR OWN PARTICIPATION BY APPEARING TOO INSISTENT ON FUTURE MEMBERSHIP FOR DISTANT WATER
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FISHERS. WITH THIS IN MIND, WE WILL, HOWEVER, ATTEMPT TO MODIFY ARTICLE 14 TO ALLOW FOR FUTURE MEMBERSHIP IN THE ORGANIZATION BY ANY STATE WITH AN INTEREST IN THE FISHERY. AS WITH OTHER CONVENTIONS, ACTUAL MEMBERSHIP IN THE DE-

CISIONS WOULD BE ACCOMPLISHED BY A VOTE OF THE ORGANIZATION ITSELF.

10. ALTHOUGH WE ORIGINALLY THOUGHT IT RESOLVED, A KEY POLITICAL ISSUE AT SUVA IS LIKELY TO BE REPRESENTATION FOR DEPENDENT TERRITORIES, BOTH IN THE NEGOTIATIONS AND SUBSEQUENTLY IN THE ORGANIZATION ITSELF. ONE MAJOR TOPIC OF PAST DISCUSSIONS WILL HOPEFULLY BE REMOVED, THAT OF SEPARATE OBSERVER STATUS FOR THE MICRONESEANS. AS INDICATED IN A SEPTEL, WE WILL BE PREPARED AT SUVA TO SUPPORT SEPARATE OBSERVER STATUS FOR THE MICRONESEANS OR AT LEAST ATTENDANCE INDEPENDENT OF THE U.S. DELEGATION. OTHER U.S. DEPENDENCIES AND TERRITORIES WILL, HOWEVER, CONTINUE TO BE

REPRESENTED BY THE U.S. DELEGATION. IN ANY ATTEMPT TO REDUCE THE SIZE OF THE U.S. DELEGATION, WE ARE HOPEFUL AT THIS PARTICULAR MEETING THAT A SINGLE INDIVIDUAL WILL REPRESENT THE INTERESTS OF THIS GROUP. WE ARE SOMEWHAT RELAXED REGARDING PARTICIPATION BY NON-INDEPENDENT ENTITIES IN THE FUTURE ORGANIZATION ITSELF. AT A MINIMUM, WE COULD AGREE TO SOMETHING ALONG THE LINES OF THE FORMULA USED IN THE SOUTH PACIFIC. A KEY ISSUE WILL BE WHETHER MEMBERS WITH VOTING RIGHTS MUST HAVE THE LEGAL COMPETANCE TO GIVE EFFECT TO THE RECOMMENDATIONS OF THE ORGANIZATION, AND WE

WILL WISH TO DISCUSS THIS ISSUE DURING THE COURSE OF THE MEETING.

11. FINALLY, A NUMBER OF GOVERNMENTS HAVE URGED THE U.S. CONFIDENTIAL

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TO CONTINUE TO MAINTAIN A RATHER LOW PROFILE, PARTICULARLY REGARDING OUR FISHING INTERESTS. IT HAS SPECIFICALLY BEEN MENTIONED ON A NUMBER OF OCCASIONS THAT THE U.S. DELEGATION SHOULD NOT INCLUDE REPRESENTATIVES OF THE U.S. TUNA INDUSTRY, THE ARGUMENT BEING THAT THE U.S. WAS INVITED TO THE NEGOTIATIONS ORIGINALLY AS A COASTAL NATION. WHILE WE UNDERSTAND THIS ARGUMENT, IT SHOULD BE CLEAR TO ALL PARTICIPANTS THAT U.S. INTERESTS IN THE SOUTH PACIFIC ARE CONSIDERABLY MORE COMPLEX. IN ANY MULTIFACETED NEGOTIATION SUCH AS THIS, U.S. POSITIONS REFLECT A BALANCE OF THE INTERESTS INVOLVED. GOVERNMENTS SHOULD UNDERSTAND THAT A FISHERIES CONVENTION WHICH DOES NOT ATTRACT THE SUPPORT OF THE AFFECTED FISHING INDUSTRY HAS NO CHANCE OF RATIFICATION IN THE SENATE OF THE U.S., AND AT SUVA WE WILL MAKE THIS POINT A LOW-KEY FASHION. NONETHELESS, WE HAVE AGREED WITH VARIOUS INDUSTRY REPRESENTATIVES THAT THEIR PARTICIPATION IN THE UPCOMING SUVA MEETING WILL BE MARKEDLY REDUCED. SIMILARLY, THE ENTIRE U.S. DELEGATION IS BEING PARED DOWN CONSIDERABLY AND WE HOPE TO PRESENT A DELEGATION LIST LIMITED TO TEN DELEGATES. VANCE

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ORIGIN OES-04

INFO OCT-01 ISO-00 /005 R

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APPROVED BY OES/OFA/OCA:MDBUSBY

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FM SECSTATE WASHDC

TO AMEMBASSY SUVA IMMEDIATE

C O N F I D E N T I A L STATE 139015

FOLLOWING REPEAT STATE 139015 ACTION WELLINGTON CANBERRA PORT
MORESBY CINCPACREP GUAM TTPI INFO TOKYO JUN 1.

QUOTE O N F I D E N T I A L STATE 139015

CINPAC PASS HICOM FOR STATUS LNO

E.O. 11652: N/A

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11. FINALLY, A NUMBER OF GOVERNMENTS HAVE URGED THE U.S. TO CONTINUE TO MAINTAIN A RATHER LOW PROFILE, PARTICULARLY REGARDING OUR FISHING INTERESTS. IT HAS SPECIFICALLY BEEN MENTIONED ON A NUMBER OF OCCASIONS THAT THE U.S. DELEGATION SHOULD NOT INCLUDE REPRESENTATIVES OF THE U.S. TUNA

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WE UNDERSTAND THIS ARGUMENT, IT SHOULD BE CLEAR TO ALL
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CHRISTOPHER

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Message Attributes

Automatic Decaptioning: X
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Current Classification: UNCLASSIFIED
Concepts: FISHERIES, REGIONAL ORGANIZATIONS, MEETINGS, BRIEFING MATERIALS
Control Number: n/a
Copy: SINGLE
Draft Date: 01 jun 1978
Decaption Date: 01 jan 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 20 Mar 2014
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1978STATE139015
Document Source: ADS
Document Unique ID: 00
Drafter: OES/OFA/OCA:MDBUSBY:MCP
Enclosure: DG ALTERED
Executive Order: N/A
Errors: n/a
Expiration:
Film Number: D780230-0092
Format: TEL
From: STATE
Handling Restrictions: n/a
Image Path:
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Legacy Key: link1978/newtext/t197806115/baaaeyuc.tel
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Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, TEXT ON MICROFILM
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Status: NATIVE
Subject: SOUTH PACIFIC REGIONAL FISHERIES ORGANIZATION (SPFRO) - UPCOMING SUVA MEETING
TAGS: EFIS, PLOS, XP, SPRFO
To: WELLINGTON CANBERRA MULTIPLE
Type: TE
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